

Mass. : Dept. of Public Welfare.
Annual report, 1947.

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THE COMMONWEALTH OF MASSACHUSETTS ;

DEPARTMENT OF PUBLIC WELFARE

Patrick A. Tompkins, Commissioner

To the Honorable Senate and House of Representatives:

The Twenty-eighth Annual Report of the Department of Public Welfare, covering the year from July 1, 1946 to June 30, 1947, is here-
with respectfully presented.

Members of the Advisory Board of the

DEPARTMENT OF PUBLIC WELFARE

Date of Original Appointment	Name	Residence	Date of Expiration
12/ 1/35	Mary W. Roberts	Chestnut Hill	1/31/48
9/ 8/43	Rev. James H. Doyle	Boston	1/31/50
3/21/45	Lillian R. Ostrows	Boston	1/31/48
2/20/46	Albert F. Doyle	Brockton	1/31/50
2/20/46	Rabbi Levi A. Olan	Worcester	1/31/49
4/ 9/47	Robert W. Bodfish	Longmeadow	1/31/49

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DIVISIONS OF THE DEPARTMENT OF PUBLIC WELFARE

BOSTON

Division of Aid and Relief, Room 30, State House
Robert P. Curran, Director
Albert E. Howell, Chief Supervisor
Subdivision of Social Service
Flora E. Burton, Supervisor
Subdivision of Appeals
Louis R. Lipp, Supervisor
Bureau of Accounts
Clarence A. Bingham, Supervisor
Bureau of Research and Statistics
John H. Monahan, Jr., Acting Supervisor
Division of Child Guardianship, Room 43, State House
Marion A. Joyce, Director
Esther Hill, Assistant Director
Bureau of Incorporated Charities, 15 Ashburton Place
Florence G. Dickson, Supervisor
Division of Juvenile Training, 41 Mr. Vernon Street
Benjamin Joy, Chairman
Walter C. Bell, Executive Secretary
State Board of Housing, 20 Somerset Street
Philip Nichols, Chairman
Division of Commodity Distribution, 600 Washington Street
John C. Stalker, Director

INSTITUTIONS UNDER THE SUPERVISION OF THE

DEPARTMENT OF PUBLIC WELFARE

Tewksbury State Hospital and Infirmary, Tewksbury
C. Winthrop Houghton, M. D., Superintendent
Massachusetts Hospital School, Canton
Donald C. Gates, M. D., Superintendent
Lyman School for Boys, Westborough
Charles A. DuBois, Superintendent
Industrial School for Boys, Shirley
Robert T. Gray, Superintendent
Industrial School for Girls, Lancaster
Elizabeth Bode, Superintendent

REPORT OF THE COMMISSIONER OF PUBLIC WELFARE

This report covers the period from July 1, 1946 to June 30, 1947 and represents the first complete fiscal year which has been served by the present Commissioner.

Probably the most important occurrence during the year was the creation under Chapter 57 of the Resolves of 1947 of an unpaid special commission to study and revise the laws relating to Public Welfare. The Commissioner had recommended to His Excellency, Governor Robert F. Bradford, in December of 1946, the need for such a study. The Governor not only showed extreme interest in this matter but called it to the attention of the Legislature in his Inaugural Address in January, stating:

"The present law relating to public assistance contains numerous inconsistencies and ambiguities as to eligibility, residence settlements and similar matters. In view of the fact that the Department of Public Welfare expends a larger portion of the State's annual budget than any other department, I recommend a complete recodification of the Public Welfare laws to clarify responsibilities of the Commonwealth and the cities and towns in this important field. At the same time, I recommend for your attention the advisability of amending existing statutes to provide more adequate safeguards surrounding the organization of charitable corporations."

It is felt that the Special Recess Commission to Revise the Laws Relating to Public Welfare, together with a Recess Commission on Adoptions, which was brought about by Chapter 75 of the Resolves of 1946, represent a sound legislative program which will eventually eliminate the weaknesses in the laws which the Department presently administers. Consequently, it was the Department's policy during the current year to introduce no legislation whatsoever, and, wherever possible, to recommend that such legislation as was proposed, be referred to the Recess Commissions for further consideration.

The most significant statutory changes during the year being reported occurred on the Federal level. As a result of a change in the Social Security Act, voted by the 79th Congress, the Federal matching ceilings on Old Age Assistance and Aid to Dependent Children were raised and liberalized for the first time since 1939. In addition to raising the ceiling in the amount of \$5.00 per month on Old Age Assistance and \$3.00 per month for each dependent child on Aid to Dependent Children, the new formula which was enacted provides for participation by the Federal Government in the amount of two-thirds of certain of the expenditures on each case as against the prior formula under which all matching was based on one-half reimbursement.

Of almost equal importance was the change in the Federal formula for participating in the administrative costs of Old Age Assistance. From the passage of the Social Security Act in 1935, until these amendments, which became effective in October 1946, the Federal Government had allowed, in addition to such monies as were granted to the State for assistance payments, an additional amount of 5 percent which was to be used for administration of the program. During that period of over ten years, the Department with the approval of the

State Budget Director had allocated two-thirds of these monies to local agencies to be used for administrative purposes and retained the other one-third for purposes of meeting in part the Department's expenditures administering Old Age Assistance.

The Congressional amendment substituted a new formula under which the Federal agency reimburses 50 percent of the amount actually expended for administration of Old Age Assistance. While local Boards of Public Welfare in the Commonwealth, for the most part, benefited tremendously under this new formula; the Department's own administrative budget suffered a loss, since considerably more than one-half our expenditures in administering Old Age Assistance had been covered by the Federal administrative grants under the old formula. Fortunately, the Ways and Means Committee and the Legislature appropriated sufficient new administrative funds so that no curtailment of vital Department activities was required.

Considerable emphasis was placed during the year upon realigning the internal organization structure of the Department. This was made possible primarily because of the excellent cooperation given to the Commissioner by the Budget and Personnel Directors of the Commonwealth and by the Committee on Ways and Means. The more important changes brought about by this Department reorganization were:

1. Transfer and Reallocation of Thirty-three Field Representatives Positions from the Division of Aid and Relief to Social Work Positions in the Division of Child Guardianship. This transfer of position titles, and the personnel involved had a twofold purpose: (1) facilitated the decentralization of the Child Guardianship services to the District Offices and enabled the Department to reduce to some extent the case loads carried by the field staff of that Division, particularly in the Adoption unit; (2) enabled the Division of Aid and Relief (because of the substantial decrease in its field-representative staff) to withdraw from the routine inspection of individual assistance cases and center its field service activity in the organization, administration, and total operation of local Public Welfare agencies.
2. The Creation (In the Administrative Budget for the Coming Fiscal Year) of Several Key Positions, the Lack of which had Impeded Effective Internal Realignment of Department Responsibility Up to this Time. These positions include: (1) Child Welfare In-Service-Training Supervisor. This worker will carry on a program of in-service-training for both case workers and supervisory workers in the Division of Child Guardianship, orientation of new staff workers and recruitment of persons for the entrance grade of social worker; (2) Assistant Supervisor of Fiscal Management. In the past, the large staff in the Bureau of Accounts was being directed by one person. The centralizing of all accounting and audit functions of the Department into the Bureau of Accounts emphasized the need for establishing this position. (3) Statistician. The staff of the Bureau of Accounts operated in the past with only one position in the higher classified grade. The Supervisor of this Bureau is required to devote almost full time to administrative problems. The new position was considered vital in order that technical knowledge of a very high caliber might be

guaranteed in this unit and more emphasis placed upon the research responsibilities of the Bureau. (4) Supervisor of Policies and Procedures. This position was established in order to enable the Department to have a specialist in charge of editing, collating and developing all written material, including Department policies and procedures, manuals, rules and regulations, etc. For lack of such a position allocation, the Department has often been unable to keep its written instructional material on a current basis.

Transfer of the District Supervisors Formerly Assigned to Aid and Relief to the Administration Division of the Department and Designation of these Positions as District Directors. This change enabled the District Offices to continue under one head or manager and eliminated the potential conflict of authority and supervision which would have been caused by the decentralization of the Child Guardianship Division.

DIVISION OF AID AND RELIEF

Robert P. Curran, Director

The Division of Aid and Relief includes three subdivisions:

Subdivision of Settlement
Subdivision of Social Service to Tewksbury
State Hospital and Infirmary
Subdivision of Appeals

The reports of the supervisors of these subdivisions are
herewith submitted.

DIVISION OF AID AND RELIEF

Robert P. Curran, Director

The functions of the Division of Aid and Relief are as follows: supervision of Old Age Assistance and Aid to Dependent Children programs which are administered by the City and Town Welfare Boards of the Commonwealth; the development of the standards and procedures for the administration of these programs; the disbursement and audit of State and Federal funds distributed under these programs; supervision and reimbursement of assistance given to persons not having a legal settlement under the so-called General Relief and Sick State Poor programs by local Boards of Public Welfare; reimbursement of expenses incurred for unsettled persons suffering from dangerous diseases, by local Boards of Public Health. Through the subdivision of Social Service, the Department carries out the responsibility for admission and discharge of patients at the Tewksbury State Hospital and Infirmary.

Throughout the year the Department continued to administer the special Federal program of Civilian War Assistance. The Federal Government reimburses one hundred percent for expenditures made under this program.

The steady rise in case load which had commenced following the termination of hostilities in August of 1945, continued on all categories during the current fiscal year. The following figures, indicating the case load at the beginning and end of the fiscal year, indicate this upward trend very clearly.

	July - 1946	July - 1947
OAA	79,882	85,184
ADC	8,198	9,283
GR	13,050	15,242

The cost of assistance increased in about the same proportion as the case load increased, except on Aid to Dependent Children, where the use of mandatory budgetary standards as required by an act of the Legislature which went into effect in September of 1946, caused a substantial increase in the average payment per family. (For details relative to expenditures, average payments, etc., see Report of Bureau of Research and Statistics, page 30, infra.)

For the first time in several years it was not necessary to adjust the Budget-Item-Cost Schedule of the Standards of Assistance to meet a change in the cost-of-living. Studies by the Department of the prices of various commodities; such as, food, clothing, fuel, etc., indicated that the cost schedule in effect at the beginning of the year was adequate throughout the year.

The only legislative change of any significance, other than the aforementioned mandatory budget standard on Aid to Dependent Children, was the new Insurance Law applicable to Old Age Assistance. This change brought about by Chapter 460 of the Acts of 1946, became effective in September, and for the first time provided that liens on certain Old Age Assistance policies should be taken by local Boards of Public Welfare. The law represents a substantial step forward since no applicant for Old Age Assistance who is willing to execute a lien can be considered ineligible for assistance because of the ownership of life insurance.

The law requires that the recipient give a lien only in those instances where the total cash-surrender value of his life insurance exceeds \$500. The lien is for the amount of cash-surrender value in excess of \$500 which accumulates up to the date of death.

During the year the Department inaugurated two important activities which are designed to give local Boards of Public Welfare an opportunity to participate in the development of policy and to have a voice in matters relating to legislative activity.

The first of these purposes has been achieved by the formation of a Local Policy Clearance Committee. This committee, consisting of nine local welfare agency representatives, is given an opportunity to review drafts of all important proposals which affect the Public Assistance programs. The committee is selected by the membership of the three associations of local Public Welfare officials. Several meetings are held each year with the Commissioner and other appropriate Department personnel; at which time, comment, suggestions, and criticism are secured relative to proposed changes in the Department's programs. The Department also has commenced submitting drafts of new policy material to its own District Office staffs. Whenever major revisions of a program are under consideration, additional clearance from selected welfare agencies in each of the seven Districts of the State is sought.

The second of these purposes has been met by the establishment of a system for clearance of legislative proposals. Under this plan the Department solicits comments from the legislative committees of each of the three organizations of local welfare officials and from selected welfare administrators in various sections of the Commonwealth. The chairman of each local legislative committee is kept informed as to hearing dates and as to the progress in the General Court of each bill affecting Public Assistance.

Both of these new activities have been effective in developing good working relations with local welfare agencies and with the membership of the local organizations of welfare officials.

During the year announcement was sent to Boards of Public Welfare of the new plan of State supervision which is to be used by the Department. The following excerpt from the Department's release on the subject of State Supervision outlines the basic method to be used, particularly in relation to the administrative-case-review activity of the Department.

OUTLINE OF ADMINISTRATIVE CASE REVIEW ACTIVITY

"Reviews of local administration will be a continuing process of the State Department, and each community will be reviewed completely at least once in every two-year period. Special reviews and studies will also be made as the need arises. While the details of the Administrative-Case-Review activity will be made available to local boards at the time when a review is planned, the following material outlines in general the pattern which will be used.

1. The community will be notified in advance of the time when the case review is to commence. Each review will be preceded by an initial conference between a Department representative and the local administrator. A major portion of this conference will be devoted to the completion of an Administrative-Review schedule which will cover the local plan of organization and administration.

2. An important part of each review is the scheduling of a selected sampling of assistance cases by the field representative. A sampling of cases aided within the review year, continued cases, cases rejected, and cases closed will be included. All categories of assistance will be represented in the sample. On General Relief, the review will be limited to State cases, except when a request is received from the local board to include settled cases also.
3. At the conclusion of the scheduling of cases, written referrals on any items which are questioned will be sent to the local agency. The local board must establish conformity within a period which will be specified, and return its written report on the referral sheet. When conformity to State requirements cannot be established, loss of State and Federal reimbursement may be involved.
4. After the completion of the case scheduling, a conference will be held with the local administrator, at which time the results and findings of the case review will be discussed. The Department will confirm this conference with a detailed written report to the local agency, in which specific findings, suggestions, and recommendations will be made.

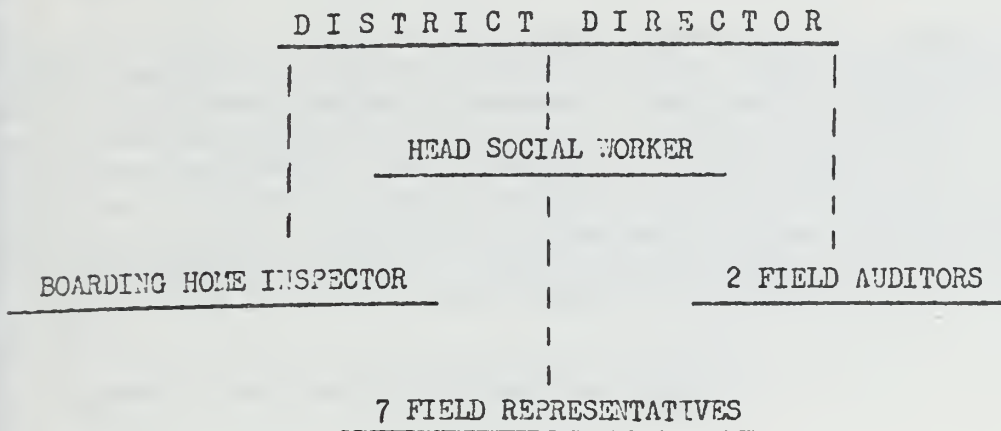
When the report to the local agency requires that action be taken by the community, the community shall inform the Department, in writing, of the plans which are adopted for carrying out the recommendations and suggestions which have been made.

We believe that the changes outlined in this letter will, in time, enable this Department to give a more helpful and useful service to local boards than has heretofore been possible. The cooperation of local Boards of Public Welfare with the staff workers of the Department in the entire Administrative-Review process, and particularly in arranging for the time which will be needed for the various conferences involved, is most important."

During the year a substantial reduction was made in the number of field representatives assigned to the District Offices of the Department. A total of thirty-three "field-representative" positions were reclassified to "social worker" grade and these positions transferred in the Department's personnel budget to the Child Guardianship Division. About five of the positions were vacant at the time when the transfer occurred. While the remaining number of positions involved transfer of personnel, i.e., twenty-eight persons and a reduction in grade for these individuals, only seven persons were transferred to the lower grade, other than at their own request. Workers were found in each of the District Offices who volunteered readily to accept a transfer to the social worker classification in the Division of Child Guardianship. The workers whose transfer was automatic because of the reallocation of positions, were those who had the least seniority in the Division of Aid and Relief. A roster was established and an agreement made under which these workers in the order of seniority would be given opportunity to return to the Aid and Relief Division as staff turnover created permanent field-representative vacancies.

After the reduction in the staff of District Offices occurred, the personnel of each District Office consisted, with minor variations, of the following:

PERSONNEL SET-UP OF DEPARTMENT'S DISTRICT OFFICES*



*District I has three field auditors assigned because of the large number of local units (102).

District VII has three head social workers assigned because of the size of the local units, particularly the City of Boston.

Redefining the field-service function of the District Office staff was undertaken during the year, and considerable reorientation and in-service-training of workers occurred. Emphasis centered primarily upon the need for considering the over-all problems of local administration and the importance of furnishing consultant and supervisory services to local units. The routine inspection of assistance cases which had been carried out in many communities, particularly in smaller agencies that did not employ a full-time staff, was terminated; and in all communities, agencies were informed that the number of supervisory contacts between field representatives and local agency staff were being considerably reduced. It was agreed during the year that the Department's basic relationship with local agencies in the public assistance programs should be carried out on a post-audit basis: 1) fiscal audit - to be made semiannually in all communities; 2) social audit, the administrative case review - to be made at least biennially in each community and more frequently in large communities and in communities where conditions warrant special attention.

In order to make more specialized consultant service available to local agencies, the field representative in each District Office was assigned to a committee which worked closely with the Bureau of Research and Statistics. This committee received special training in matters involving statistical reporting by local agencies, and the member from each District acted as the technical consultant in research and statistical problems for the local agencies served by the District.

Similarly, in each District Office, another field representative was given a committee assignment and received special instructions relative to the medical-care problem. Each worker in this group acts as a specialist on medical-care

problems in the District; although, of course, in the Department, the medical consultant is called upon whenever technical knowledge and skills may be required.

Emphasis has been placed during the year upon the need for having each District Office operate as a reasonably self-sustaining unit, subject to a minimum amount of Central Office control.

During the year the program of intense supervision of boarding and convalescent homes' facilities, which had commenced in the previous fiscal year, continued with a considerable degree of success. The District Directors on many occasions worked with and complemented the nurse inspectors' activities. Over-all improvements were noticeable in the Standards of Boarding Home Care in all sections of the State. Many nursing homes which did not meet Department standards were closed. In April, a completely revised set of rules and regulations for the conduct of Boarding Homes for Aged Persons was approved by the Advisory Board. A copy of these rules and regulations is included in a later section of this report.

The reports of the various Subdivisions follow.

ANNUAL REPORT FROM JULY 1, 1946 to JUNE 30, 1947
Department of Public Welfare - Subdivision of Appeals
Louis R. Lipp, Supervisor

OLD AGE ASSISTANCE

CHAP. 118A, Sec. 3

The following compilation covers the number of appeals filed during the fiscal year together with the record of denials and approvals and the reasons for such denials. Approvals in relation to total case load were 18%. Approximately five-sevenths of the cases denied by the Subdivision of Appeals are on the basis that present grants were sufficient to meet the budgeted needs which means that these appeals were filed because a request for increase was denied or local board reduced the grant of the recipient according to the budgeted needs. As in previous years, the preponderance of the appeals filed was from the large metropolitan areas. The incidence of appeals in these areas was far greater than in the rural districts of the state.

It is interesting to note that during this year, the staff of the Subdivision of Appeals was reduced by two. These workers were assigned to other divisions but despite this fact, the number of appeals disposed of compared favorably with the work-load of previous years.

NUMBER OF APPEALS PENDING JUNE 30, 1946	218
NUMBER OF APPEALS RECEIVED DURING ABOVE PERIOD	1675

APPEALS ACTED UPON:

DENIED	787
APPROVED	300
No action taken, aid granted by local bureaus, etc.	11
Did not appear for scheduled hearings	48
Closed by Subdivision of Appeals, various reasons	41
Withdrawn voluntarily by appellants prior to scheduled hearings	486
Died	11
TOTAL	1684

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

Present allotment meets budget of need	505
Sufficient resources	65
Excessive resources	41
Unsatisfactory explanation of the disposition of funds	25
Transfer of property, real and personal	26
Lack of proof of essentials (age, citizenship and residence)	33
Wife in possession of over \$600	8
Not deserving	16
Excessive life insurance (including 6 ex. cash surrender value)	11
Not in need (including 1 son able and willing to support)	12
Ownership of property on which appellant not residing	9
More than sixty days, etc.	2
Medical	17
Other	17
TOTAL DENIED	787

OLD AGE ASSISTANCE ANNUAL REPORT JULY 1, 1946 to JUNE 30, 1947 Continued

NUMBER OF APPEALS RECEIVED BY DISTRICTS: 1675

District #1	125	District #4	323
District #2	128	District #5	121
District #3	157	District #6	133
	District #7	688	

NUMBER OF HEARINGS HELD: 1277

NUMBER OF APPEALS PENDING JUNE 30, 1947: 209

AID TO DEPENDENT CHILDREN APPEALS CHAP. 118, Sec. 8

NUMBER OF APPEALS PENDING JUNE 30, 1946 19
NUMBER OF APPEALS RECEIVED DURING ABOVE PERIOD 144

APPEALS ACTED UPON:

DENIED	62
APPROVED	40
Did not appear for scheduled hearings	9
Withdrawn (before and after detailed explanation of budget, etc. at hearing)	28
TOTAL	139

REASONS FOR DENIALS BY SUBDIVISION OF APPEALS:

Present allotment meets budget of need	31
Sufficient income (including 2 with excess funds)	16
Unsatisfactory explanation of the disposition of funds	1
Transfer of property, real and personal	1
Not a fit parent	4
Duration of need not existing more than three months	2
Failure to agree to sale of house not occupied as a home	1
Failure to report resource	2
Lack of proof of residence	1
No evidence of husband's incapacity--man employed	1
Ineligible at time of application--not separated six months	1
Hospital expense denied--not a Class A hospital	1
TOTAL	62

NUMBER OF APPEAL HEARINGS HELD DURING PERIOD: 116

NUMBER OF APPEALS PENDING JUNE 30, 1947: 26

SUBDIVISION OF SETTLEMENTS

Roy D. Merchant, Supervisor

The subdivision of settlements investigates the settlements of patients admitted to the Tewksbury State Hospital and Infirmary, State Farm (Infirmary Department), State Sanatoria, and the Massachusetts Hospital School, and generally supervises the settlement work of the division. There was one person remaining in the Infirmary Department of the State Farm on June 30, 1947. The facilities of the Infirmary Department are no longer available for the admission of dependent persons from cities and towns.

The following table is a summary of the work accomplished for the year ending June 30, 1947 in the examination and investigation of settlements of inmates of the State Institutions:

<u>Institutions</u>	<u>Examina- tions</u>	<u>Orders Issued</u>	<u>Settle- ments Found</u>	<u>No Settle- ment</u>	<u>Orders with- drawn</u>	<u>Total Cases Return- ed.</u>
Tewksbury State Hospital and Infirmary	1392	509	410	88	8	2407
State Farm	1	1	3	0	0	5
Lakeville State Sanatorium	147	134	132	5	0	418
No. Reading State Sanatorium	65	53	52	2	0	172
Rutland State Sanatorium	203	62	48	11	0	324
Westfield State Sanatorium	120	106	109	2	0	337
Massachusetts Hospital School	19	21	8	7	0	55
<u>TOTALS</u>	1947	886	762	115	8	3718

Total cases pending June 30, 1947 - 92

A N N U A L R E P O R T
of the
Subdivision of Social Service
July 1, 1946 - June 30, 1947

A N N U A L R E P O R T
of the
Sub-division of Social Service
July 1, 1946 - June 30, 1947.

The service of Tewksbury State Hospital and Infirmary to the people of this State is definitely that of a hospital for the chronically ill and aged sick, and it is increasingly evident that the institution to meet the need of the community should rearrange and reconstruct its program to provide more hospital facilities. Cities and towns are constantly applying for beds only to be told that the applications will be placed on a waiting list, which does not solve the problem of care for the sick person. Although persons without settlement have generally been given preference on the waiting lists in that Tewksbury is primarily for those without local residence, about 600 settled cases, so called, were admitted this last year and all terminal cancer cases were given immediate service.

Since September 1945, due to this great demand for care, applications for women and children have been cleared through the Social Service Sub-division by the local Boards of Public Welfare. The women's list has never been too long, and there is never any delay in receiving maternity cases. However, the waiting list of mental defective and malformed infants and children has been long and distressing because admissions are few and many refusals have to be given to hospitals, physicians, and families. Infants and small children are only admitted as a vacant crib is made available by the death of a child. Fifteen infants and small children have been admitted as only 15 died during the year. Adequate facilities should be provided by the Department of Mental Health for these children, some of whom live many years and create emotional and heart-breaking situations for the parents and the children in the home. Never have such tragic appeals and so many come for assistance and to whom so little service could be given other than sympathetic understanding and a referral to Wrentham State School with its long waiting list. Placing the name on the waiting list is false encouragement and a travesty, for at Tewksbury only the small infant of a few weeks or months is ever admitted. Tewksbury's waiting list of 60 or more children under two years of age does not represent the scope or the seriousness of this problem within the State but is only an indication of a great need to which the Commonwealth has given totally inadequate consideration.

Population at Tewksbury has not varied much in the years 1941 to date. The maximum daily census this year was 1,979; last year 2,040. The daily average census was 1,864; last year it was 1,028, and on June 30, 1947 there were 1,810 (1,103 male, 707 female) in the institution. These figures include 472 committed insane patients, a permanent group decreasing slowly by death. During the year 1,425 patients, (1,106 male, 319 female) including 91 births, were admitted, and 1,104 discharged exclusive of 360 deaths. Many patients (1300-1400 patients) remain indefinitely because chronic illness, physical handicaps and crippling infirmities of old age, but the number of patients discharged is much larger than one would expect in a hospital of this type. The so-called "almshouse" group of the homeless and unemployable men is at a minimum, a fact which the community has been rather slow to recognize and too often continues to think of Tewksbury as socially undesired. It is a great hospital for the chronically ill and has all the potentialities of better and more service.

Admissions: The majority, 1,026, of the 1,425 admissions were between the ages of 40 - 80; more than one half, 978, were born in New England and New York; 56 in other states; 149 in the Provinces; 135 in Ireland; 30 in Poland; 23 in Russia; 16 in Finland; 8 in China, and others in 25 other foreign countries - showing that patients come from very diversified backgrounds.

Patients were admitted from 148 cities and towns and 12 state institutions, the greatest number, 713 or one-half, came from Boston, and 151 were admitted from Tewksbury Board of Public Welfare because many arrive at the institution without admission forms or may have been refused admission by their local Boards of Public Welfare but are insistent on admission. This unsatisfactory procedure brings extra work to the Tewksbury Board which does not have the service to question the need of the applicants so routinely gives admissions. As yet no plan has been worked out to control these admissions, some of whom could be cared for elsewhere.

Note might be taken of the number of patients committed to Mental Hospitals from the general hospital wards - 58 patients (46 men and 12 women) many of whom should have been committed directly from the community, to the mental hospitals.

Men: The number of male admissions, more than three times the number of female patients, are classified according to illness and incapacity. The hospital wards have 700 beds for those needing bed care or bed-to-chair service; one large ward has 100 crippled - many in wheelchairs who make their way over ramps to other wards and out of doors - two wards of 100 beds have convalescent patients from the hospital wards. The second floor of this men pavillion is occupied by the transient men who have come in for minor illnesses and may be waiting for employment or more self-assurance after an alcoholic episode. The most modern building of 300 beds is a complete unit much apart from the above mentioned wards is occupied by the ambulatory aged men who are not physically fit for employment, because of chronic disabilities which at any time may become acute. They work a few hours a day on the farm, in the wards, or in the industrial shop. Old Age Assistance might seem to be a happier solution, but many who might be eligible are without family ties and prefer to live in the group, free from personal responsibility, and offering sociability and comradeship which makes life not too drab or too lonely. For a few the social workers are able to arrange Old Age Assistance or general relief; 26 were referred to local bureaus and were placed on Old Age Assistance in various communities where they had selected to live.

The discharge of all men is arranged by the Social Service and every patient even though he may not need the service of the social worker is interviewed, not only on admission but always, just previous to discharge to be assured that if he needs assistance in any of his problems it is readily available. The majority accept and want advice and counsel; some are able to find work without assistance and wish to make their own plans, others leave against advice, but for many, case-work services bring rehabilitation in the community or better adjustments to long hospitalization.

Women: The women's hospital of 250 beds is constantly filled with the chronically ill patients admitted only from a waiting list of applications made directly to the office by Boards of Public Welfare, hospitals and individuals. The women's pavillion or convalescent wards with 80 patients has the permanently crippled and ambulatory aged women of failing strength who have no responsible relatives and are not physically or mentally well enough for boarding home care.

The maternity service has been very active with an increased number of admissions and births, 91 as against 68 of last year. Social Service gives an intensive service to this group, the great majority of whom were illegitimately pregnant. The girls transferred for confinement from the State Industrial School, 34 in number all under 21, come at least two months before confinement and remain about two months after confinement. They are visited regularly by the social worker from the Girls' Parole Division who advises and plans with them for their return to the School or to the community and for the placement of the babies. As the Boston Long Island Hospital and

Infirmary has been closed for maternity care for several years, Tewksbury State Hospital and Infirmary has accepted Boston settled cases who need longer service than is possible at Boston City Hospital, and the Long Island Social worker visits frequently and plans for their discharge.

In commenting on the discharges, made by Social Service who routinely interviews all patients when they are admitted and at that first contact begins to plan with patients for their stay in the hospital, long or short as it may be, attention is called to the 35 placements which were made for mothers with their children. Suitable homes were found where the mother was employed as the domestic helper and the employer allowed her to have her baby with her. This arrangement prevents the separation of mother and baby a plan which it is hoped will work out well for both, but if the mother is not equal to the added responsibility of the child, arrangements are made to board the child with the Division of Child Guardianship. Other mothers may board their babies with the Division when they are discharged, contributing something toward the support. The after care and supervision which these ex-patients want and need consume much of the workers' time and even though they may have returned to their own homes, their problems are not always solved. They need constant encouragement and understanding to readjust their lives after such an experience.

Children: On June 30, 1947, there were 155 minors; of whom 120 were in the children's building; of these 83 were mentally and physically handicapped and 37 well babies transferred from the Maternity Ward were in the well babies' nursery awaiting placement with the Division of Child Guardianship or with their mothers. Difficulty in finding suitable foster homes have delayed the discharge of well babies so that many more babies are in this nursery for a longer time than is good for the health of the children. The question of adoption is frequently discussed with the mothers, especially for those babies where the mother's affection for the child is questionable and her family are unable to offer any security to the child. Few adoptions, however, have been recommended and are arranged through adoption service of the Division of Child Guardianship. There were 33 children between ages of 15 and 21; - 23 were girls from State Industrial School who were awaiting confinement or convalescent; 3 were boys with progressive muscular dystrophy; 5 were older feeble minded children awaiting placement at the State School for Feeble Minded. Proper accommodations in the Department of Mental Health, where 88 of these children out of the total 155 minors - rightly belong, would greatly relieve a very over-crowded children's building which has not the proper equipment or nursing staff to care for so many completely helpless and mentally sick children.

Applications: Applications have been received at the office for transportation to other States which the Social Service Division clears or approves the investigations of the social agencies requesting funds for transportation -

35 applications received for out of State transportation to
legal residence or to relatives

30 single persons (3 single persons failed to return for
transportation)

5 families

The Travelers' Aid Society referred all expect one from the Court and one from a hospital. This immediate service, given after verification of residence or willingness of relatives to provide, prevents long delays of detailed investigation by public authorities and interim financial relief, and returns the applicant to a destination where he is welcome or belongs. This procedure prevents admissions to Tewksbury for temporary shelter.

To the Travelers' Aid workers at both North and South Stations, this division wishes to acknowledge with appreciation the constant cooperation and many services given to Tewksbury patients en route to their destinations.

Acknowledgements: To the Commissioner, the Director, assistant director, the Superintendent and Staff at Tewksbury State Hospital and Infirmary, this Sub-division wishes to express its appreciation for their constant cooperation and interest in its efforts to serve the patients while in the hospital and their rehabilitation in the community.

MEN ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY
DURING THE YEAR ENDING JUNE 30, 1947

AGES OF ADMISSION

21 to 40	75
41 to 60	469
Over 60	<u>555</u>
	1099

SOURCES OF ADMISSION

<u>21 to 40:</u>	
Boards of Public Welfare	34
City Institutions Dept.	<u>41</u>
	75
<u>41 to 60:</u>	
Boards of Public Welfare	203
City Institutions Dept.	264
Board of Health	1
Court	<u>1</u>
	469
<u>Over 60:</u>	
Boards of Public Welfare	301
Board of Health	1
City Institutions Dept.	250
Court	1
State Farm	<u>2</u>
	555

DISEASES AT ADMISSION

<u>21 to 40:</u>	
Alcoholism	16
Cancer	2
Heart	12
Miscellaneous Diseases	39
Tuberculosis	<u>6</u>
	75
<u>41 to 60:</u>	
Alcoholism	78
Arteriosclerosis	72
Arter. Heart	11
Blind	1
Cancer	3
Drug Addict	1
Epilepsy	3
Gonorrhea	1
Heart	44
Mental	1
Miscellaneous Diseases	203
No Disease	27
Syphilis	1
Tuberculosis	<u>23</u>
	469
<u>Over 60:</u>	
Alcoholism	23
Arteriosclerosis	185
Arter. Heart	17
Cancer	17
Cerebral Hemorrhage	3
Heart	89
Miscellaneous Diseases	176
No Disease	5
Senility	35
Tuberculosis	<u>5</u>
	555

No. of men discharged	816
Absconded	272
Court	3
Mental Hospitals	46
Old Age Assistance	26
Other Hospitals	22
Other States	16
Rutland Sanatorium	19
Relatives and Friends	58
Place of settlement	20
Without Investigation	285
Employment	49

Deaths (including 9 insane

WOMEN AND CHILDREN ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY
DURING THE YEAR ENDING JUNE 30, 1947

AGES OF ADMISSION

Births 91

Under 1	20
1 to 7	10
7 to 16	11
16 to 21	62
Over 21	<u>140</u>
	243

SOURCES OF ADMISSION

<u>Under 1:</u>	
Boards of Public Welfare	10
City Institutions Dept.	<u>10</u>
	20
<u>1 to 7:</u>	
Boards of Public Welfare	7
City Institutions Dept.	2
Division of Child Guardianship	<u>1</u>
	10
<u>7 to 16:</u>	
Boards of Public Welfare	4
City Institutions Dept.	2
Division of Child Guardianship	3
Industrial School for Girls	<u>2</u>
	11
<u>16 to 21:</u>	
Boards of Public Welfare	17
City Institutions Dept.	14
Division of Child Guardianship	1
Feeble-minded School	2
Other Institutions	5
Industrial School for Girls	<u>23</u>
	62
<u>Over 21:</u>	
Boards of Public Welfare	88
City Institutions Dept.	44
Feeble-minded School	1
Other Institutions	6
Reformatory for women	<u>1</u>
	140

DISEASES AT ADMISSION

<u>Under 1:</u>	
Feeble-mindedness	11
Infancy	3
Mental Deficiency	4
Miscellaneous Diseases	<u>2</u>
	20
<u>1 to 7:</u>	
Feeble-mindedness	1
Infancy	1
Miscellaneous Diseases	<u>8</u>
	10
<u>7 to 16:</u>	
Infancy	1
Mental Deficiency	1
Miscellaneous Diseases	5
Pregnancy	<u>4</u>
	11
<u>16 to 21:</u>	
Infancy	1
Heart	2
Mental	1
Miscellaneous Diseases	13
Pregnancy	<u>45</u>
	62
<u>Over 21:</u>	
Arteriosclerosis	42
Cancer	10
Gonorrhea	1
Heart	23
Mental Deficiency	2
Miscellaneous Diseases	25
Pregnancy	<u>37</u>
	140

WOMEN AND CHILDREN DISCHARGED FROM TEWKSBURY STATE HOSPITAL AND INFIRMARY
DURING THE YEAR ENDING JUNE 30, 1947

Absconded (against advice)	10
Court	2
Division of Child Guardianship	19
Employment	30
Employment with child	35
Industrial School for Girls	30
Mental Hospitals	12
Monson State Hospital	4
Other agencies	11
Relatives and friends	112
Settlement	12
W. E. Fernald State School	2
Wrentham State School	3
	<hr/>
Deaths (including 18 insane)	282
	82

A N N U A L R E P O R T

FOR THE YEAR ENDING JUNE 30, 1947

INSPECTION OF LOCAL INFIRMARIES

CIVILIAN WAR ASSISTANCE

BOARDING HOMES FOR THE AGED

BUREAU OF RESEARCH AND STATISTICS

A N N U A L R E P O R T
of the
Inspection of Local Infirmaries
July 1, 1946 - June 30, 1947

The annual visitation to local infirmaries in accordance with Chap. 121 Sect. 7 was made by the Inspectors of Boarding Homes for the Aged in their respective districts and recorded on the inspection schedules in detail the information given by the agents of Boards of Public Welfare and the Wardens.

There are seventy-eight infirmaries varying in population from two residents in Townsend to three hundred fifteen in Worcester. Long Island Infirmary is no longer included as it obtained a hospital license from the State Department of Health in 1947.

The total population on the days of visit was 3,105. There were many vacancies for persons, who were ambulatory and the physically well aged, in the smaller infirmaries, but no vacancies for the chronically ill and bed-bound patients in the twenty-six infirmaries who provide such care. Shortage of nursing personnel has prevented the use of beds to full capacity.

The residents, in general, were ineligible for Old Age Assistance because of age or citizenship and frequently were homeless men of all ages needing shelter, because of alcoholism or frequent unemployment.

During the housing shortage, the infirmaries, especially those in the cities where housing is acute, have been used as temporary shelters for evicted families. Eleven cities and towns have used their infirmaries for periods of a few weeks to a year and longer. On the day of inspection, eleven families with forty-five children were in residence and eighteen other children. Under Chap. 47, Sect. 11, children cannot remain in infirmaries more than sixty days, so that the situation is serious not only for the welfare of the children and family morale, but in violation of the law. Again due to the shortage of nursing home facilities, the recipients of Old Age Assistance have been placed temporarily in infirmaries until proper placement could be found but here also the time often lengthened into more than three months, the minimum allowed for convalescence or replacement.

The general condition of the infirmaries is fair but many of them are over fifty years old, shabby and cheerless. Boards of the smaller infirmaries in adjacent towns could offer better service and accommodations if they worked out a cooperative plan by which the best equipped institution with improvements, conveniently located, could service several towns, thus closing up several small infirmaries which are now an unnecessary expense and unsuitable. Joint financing and planning could develop an attractive center which would be acceptable as a boarding home for the aged in the area to which both paying guests and public dependents would be glad to go. The Charlton Association is an excellent example of cooperative effort and with more modern construction and personnel could well be a pattern for other towns.

Following the inspections, letters were sent to Boards of Public Welfare giving reports of the findings and recommendations for improvements. All Infirmaries need more frequent inspections by the Department of Public Safety and by the local fire departments as many buildings were old, without proper egress, fire extinguishers, etc; more medical care with annual physical examinations; better dietary; more occupation and

recreation; more individualized service and more case work service for rehabilitation; more community interest and responsibility for the local institutions to make them socially desirable and attractive to older people.

As the Department has no authority to demand better standards of care, it is hoped that these recommendations will be helpful to local Boards of Public Welfare in obtaining the necessary funds to improve their infirmaries.

CIVILIAN WAR ASSISTANCE

July 1, 1946 - June 30, 1947

During 1946-47, Civilian War Assistance provided service and assistance only to repatriated citizens and their dependents under 18 years of age. The Department of State sent notification of ships arriving in Boston harbor which were met and all necessary services were rendered for transportation to points of destination, interpreting, and notification of arrival. The Travelers Aid Society was a cooperating agency and extended its services for meeting at points en route and at destination.

In the 81 cases receiving either service or assistance, there were 186 persons. One of the difficulties encountered was planning for families in which the alien husband or wife and minor children could not obtain permission for admission to the United States, and therefore separated families were the result. The largest number of repatriates was from Greece, with others from Rumania, Germany, Lithuania, Poland, Latvia, Italy, China, and the Philippine Islands.

In addition to the Federal advance of \$12,367.63, repayments of \$452.66 were received from individuals, and \$6,087.19 (the balance on hand as of July 1, 1946) was authorized for 1947 expenditures.

Total expenditures of \$18,907.48 covered assistance to 75 cases and \$390.75 for administrative expenses. Need continued as a major factor of eligibility and, inasmuch as these individuals or families had no established homes, payments for household furnishings and general maintenance comprised the largest expenditures. Medical services were still available from United States Public Health Service clinics, and our medical expenditure of \$275.39 was for medical and dental services to persons living outside the metropolitan area or to meet needs not furnished by the United States Public Health Service hospitals. Special needs totaled \$413.08, one item of which enabled a young woman with no family and repatriated from Germany to complete her college year. This amount supplemented earnings and gifts from interested persons.

Near the close of this fiscal year it was necessary to examine all cases and make a special report to the Social Security Administration. This was used by Congress in determining whether the program would be continued in 1948 and the amount of appropriation required. It was also necessary to notify local boards of public welfare that Civilian War Assistance would be limited to the temporary period of three months, with assistance beyond that time provided under existing regular programs of assistance. These limitations in the scope of the Civilian War Assistance program were indications of its termination at an early date.

ANNUAL REPORT OF BOARDING HOMES FOR THE AGED
JULY 1, 1946 to JUNE 30, 1947

This year has been one of definite progress for the Boarding Home for the Aged because of the following reasons:

1. More adequate and trained personnel has continued available for inspectors, 4 Graduate Nurses and 2 Social Workers have carried the 7 welfare Districts so every licensed home and every application have been visited at least once and some, many times. Frequent visitations help to interpret and maintain standards.
2. The State Department of Public Safety has cooperated with the program most successfully. Although there is no law requiring safety inspection, the Department's rule has made it mandatory. Every Boarding Home upon application or upon the renewal of the license receives a complete building inspection and a written approval, when requirements are met, of the Public Safety inspector of the district. The local fire and wire inspectors are requested to inspect and give their approval. No license has been issued until the requirements of these officials have been met. There have been many delays because of the scarcity of supplies and workmen to make the needed repairs all of which deterred the proprietors from immediate operation of the homes. To lessen the financial loss of the proprietors and provide the much needed beds, in March a system of temporary licenses with limited quotas was inaugurated and given to those proprietors who gave satisfactory evidence of their intent to meet requirements as soon as possible, and those who showed no intention of meeting standards had their licenses revoked or refused. By this procedure the operation of unlicensed homes was greatly reduced and a situation cleared which has been hard to control.
3. New Rules and Regulations were promulgated with the approval of the Advisory Board in March 1947. This was a definite step forward in establishing and interpreting standards of care and an attempt to differentiate between the strictly Boarding Home and the Nursing Home with the requirement of trained personnel to supervise the care of the sick. Copies were sent to every proprietor and to local Boards of Public Welfare and the inspectors interpreted and discussed the new requirements with each proprietor so that there would be some uniformity of understanding of the desired standards, particularly that of personnel, throughout the State.
4. A survey of the population and personnel in the homes was made in the fall of 1946 and the schedules sent to the proprietors were returned to the Bureau of Research and Statistics for assembling and analysis with the following results:

Number of Homes returning schedules 685 (of a possible 770)

Total population of residents on August 1, 1946 in 685 Homes - 6550

No. of O.A.A. recipients in Homes	3222	(490%)
No other P.A. recipients	446	7%
No. of private patients	2882	43%
	<u>6550</u>	

Only O.A.A. recipients in	52	Homes
No O.A.A. " "	114	"
O.A.A. recipients in	571	"
Other P.A. recipients in	225	"
Only private patients in	106	"
No private patients in	91	"

Distribution of O.A.A. recipients in Homes:

4/5 of the Homes had O.A.A. recipients

2/3 " " " " more than 1/2 of the residents on Old Age Assistance.

4. Type of Patients in Homes

Bed and semi-bed patients 2419 in 495 Homes
 Ambulatory boarders needing more or less care . 4131
 Ambulatory patients only in 190 Homes

Personnel employed in Home

Registered or Graduate Nurses in 328 of 685 Homes
 " " " " " 286 of 495 Homes caring for bed and
 semi-bed patients
 No trained personnel in 357 Homes

Distribution of Homes

District	I	89
"	II	93
"	III	96
"	IV	120
"	V	112
"	VI	39
"	VII	136

5. Mrs. Blanche D. White, the Department's Home Economist in February 1947 made a study of costs in a sampling of 40 homes in various parts of the State to help determine a fair rate of board to be allowed to Old Age Assistance recipients. This study based on costs of 1946 was very revealing as to the profits in the business of boarding homes for the aged and the cost and amount of food and services supplied to the residents of the homes. The cost in individual homes ranged from \$9.46 per week per patient to \$31.11, the average weekly rate charge in the 40 homes was \$20.93 but the individual rates charged varied from \$10.95 a week to \$47.40. The average daily per capita cost of food was \$.60 but the daily cost in individual homes ranged from \$.30 daily to \$1.05. The State Standard Budget for Old Age Assistance recipient living with three other persons is \$.52 a day, any amount less would seem insufficient to purchase a nutritious diet. Thirty-five of the 40 homes showed a gross annual profit in the individual home from \$184.00 to \$27000. Five homes showed a loss but 4 of the homes had made large expenditures for repairs and equipment. These were some of the interesting facts discovered, it must however be remembered that prices were on the increase in 1947 and costs would be correspondingly more.

6. For the first time annual Statistical reports from the proprietors, on forms provided by the Department were required and gave the following figures as of June 30, 1947.

Number of licensed Homes	661
" " boarders and patients permitted by the licenses ..	7900
" in the Homes in July 1, 1946	6091
" admitted to the Homes during the year	7099
" discharged from the Homes during the year	6453 (Deaths 1833)
" in the Homes on June 30, 1947	6731

Type of Patients

Bed patients	1205
Semi-bed	1733
Ambulatory	3793

6. Rates per week

For Bed-patients	\$12.50 - \$75.00
" Semi-bed patients	11.50 - 75.00
" Ambulatory patients	7.00 - 75.00

Personnel serving patients in Homes

Number of Graduate Nurses	544
" " licensed attendants	175
" " practical nurses	1075
" " other employees	1152
Total employees	<u>2946</u>

The inspectors have worked very intelligently and conscientiously on a difficult assignment and deserve high praise because the proprietors of the homes in general, are of varying capabilities and temperaments and have to be persuaded and encouraged to meet standards. Some are more eager to make money than give service which means vigilance and understanding to bring such women to accept a standard or the good judgment to close a home when there is no possibility of improvement. However, the majority of proprietors learned to welcomed the inspectors' visits in that they were helpful in solving the many problems always existant among sick people and they recognized their own need of advice. Homes vary in amount of service, equipment, attractiveness and atmosphere all of which depend upon the personality and intelligence of the operator who is the important factor in any home. In conclusion there are many good homes - more homes which could be better with supervision, and some which are poor and eventually should be closed.

FEB:ajm

BUREAU OF RESEARCH AND STATISTICS

The Bureau of Research and Statistics completed ten and one-half years at the end of June 1947. The personnel, 25 persons, appointed under Civil Service regulations, consists of a Supervisor of Welfare Statistics, assisted by a Statistician, a Principal Statistical Clerk, Senior Statistical Clerks, Junior Clerks and a Stenographic force.

The functions of the unit include collecting, compiling, analyzing and publishing statistics of the principal types of relief which may be enumerated as follows:

1. Statistics of assistance and aid administered under the provisions of Titles I and IV of the Social Security Act: Title I -- Grants to States for Old Age Assistance, and Title IV -- Grants to States for Aid to Dependent Children. These Titles require that the State agency administering Old Age Assistance and Aid to Dependent Children shall make reports in such form and containing information as the Social Security Board may, from time to time, require and shall comply with such provisions as said board may find necessary to assure the correctness and verification of the reports.
2. Statistics of General Relief administered under the laws of the Commonwealth and the regulations of the Department of Public Welfare. This information is submitted by every city and town in the Commonwealth each month on prescribed forms and is combined by the Bureau into districts and state totals.
3. Statistics of other types of aid and assistance administered by other states and federal agencies in furtherance of the policy to develop the Bureau as a clearing house for all kinds of statistical information relative to the entire Social Security program. Therefore, the Bureau has maintained tabulations of data secured from the following local agencies; -- Department of Education, Division of the Blind, Federal Old Age Insurance; Unemployment Compensation Commission.
4. Statistics with respect to matters closely associated with relief. Tabulations are maintained by the Bureau on employment data compiled and published by the Department of Labor and Industries; the Index of Industrial Activity in Massachusetts compiled by the State Planning Board; the Cost-of-Living Index published by the Department of Labor and Industries, Division on the Necessaries of Life; other miscellaneous statistical information which may be used in describing or analyzing the Relief situation. To all these cooperating agencies we here extend our acknowledgment for the permission granted to us to republish their figures.

5. Statistics relative to the social phase of the various types of relief administered by the department, collected on prescribed Social Data Cards.
6. Detailed statistics developed by the conduct of special studies.
7. A major project of the Bureau has been the collection of data from various cities and towns representing the effort in the administration of all categories so that an apportionment factor can be developed to assign joint costs to Aid to Dependent Children for the purpose of reimbursing 50 percent of these costs from federal funds. A continuous study, the unweighted work unit study, has been carried on in about 120 cities and towns for the purpose of developing these apportionment factors. Other towns with Aid to Dependent Children case load have had an apportionment made on the basis of case loads. In addition, claims from cities and towns for reimbursement have been audited and the amount to be paid determined by this Bureau. Beginning with October 1, 1946, the apportionment of Old Age Assistance administrative costs had to be done on the same basis as Aid to Dependent Children. Up until this time, reimbursement for administrative costs on Old Age Assistance was a simple two-thirds of five percent of the federal grant for assistance. This change required the development of a combined report from which would provide a claim for federal funds for Old Age Assistance as well as Aid to Dependent Children and also provide figures on cost of administration of all categories which is necessary as a requirement for statistical reporting. In addition, 83 towns were added to the number carrying on the unweighted work unit study and 79 additional towns were required to claim where previously it was unnecessary due to the fact that there were no Aid to Dependent Children cases or such a small administrative expense in the community. Additional workers were assigned to assist with this greatly expended work load.
8. A study of the Division of Child Guardianship cases was carried on in the previous fiscal year. The information proved of such value that plans were made to make this an annual reporting procedure. The schedules were redesigned and a study of cases under care and discharged cases was made during this fiscal year and used as a basis for the annual report of the Division of Child Guardianship.
9. In former years the law required that each community submit a report called the Annual Return of Poor Relief. This report gave in detail a summary of the financial operations of each local board of Public Welfare for all types of assistance and for administration. This report was suspended due to the fact that monthly statistics are collected on all forms of relief and semi-annual statistics are collected on the cost of administration. In this fiscal year the Bureau completed the last tabulations of the Annual Return. The elimination of this report leaves us without current reporting on local infirmaries, but since this material is available in the printed reports of each city and town and since an intensive study was made by the Department of these local infirmaries sufficient material on this phase of local operations is available.

The Bureau is organized so that the compiling and tabulating work is apportioned by type of relief among several groups into which the staff is divided. Definite assignment of duties is made to each group which consists of the necessary number of workers having the requisite qualifications required to perform the assignments.

The regular monthly summaries submitted to Washington, compiled from the individual city and town reports, and covering the various types of relief, show the case load, expenditures and average expenditures per recipient.

During this fiscal year Old Age Assistance showed a steady upward trend in cases and expenditures as well as average payment. The upward trend in case load began in August 1945. The upward trend in expenditure and average has been continuous since the beginning of the program.

TABLE I

OLD AGE ASSISTANCE

July 1946 — June 1947

<u>1946</u>	<u>No. of cases</u>	<u>Amount expended</u>	<u>Average per recipient</u>
July	79 882	\$3 765 651	\$47.14
August	80 359	3 810 440	47.42
September	81 055	3 846 019	47.45
October	81 814	3 981 583	48.67
November	82 631	4 153 109	50.26
December	83 252	4 208 435	50.55
<u>1947</u>			
January	83 477	4 210 269	50.44
February	83 911	4 242 480	50.56
March	84 139	4 242 996	50.43
April	84 322	4 261 511	50.54
May	84 555	4 285 198	50.68
June	84 767	4 289 240	50.60
Total		\$49 296 931	
Monthly average	82 847		\$49.59

During the fiscal year the number of families and children continued to increase as did the average grants and the total expenditures. This latter increase reflects the rising living costs which forced increases in the costs of budgetary needs.

TABLE II

AID TO DEPENDENT CHILDREN

<u>July 1946 -- June 1947</u>					
<u>1946</u>	<u>Families</u>	<u>Children</u>	<u>Amount Expended</u>	<u>Av. per Family</u>	<u>Av. per Child</u>
July	8 198	20 431	\$ 689 832	\$84.15	\$33.76
August	8 243	20 513	691 564	83.90	33.71
September	8 315	20 653	702 819	84.52	34.03
October	8 314	20 616	735 868	88.51	35.69
November	8 349	20 728	779 602	93.38	37.61
December	8 454	20 939	794 098	93.93	37.92
<u>1947</u>					
January	8 568	21 165	815 317	95.16	38.52
February	8 746	21 619	848 438	97.01	39.25
March	8 888	22 007	862 531	97.04	39.19
April	9 059	22 420	870 289	96.07	38.82
May	9 133	22 643	873 124	95.60	38.56
June	9 250	22 944	884 129	95.58	38.53
Total			9 547 611		
Monthly av.	8 626	21 390		\$92.23	\$37.20

General Relief showed rising case loads both among the family cases and the single cases, which trend started after the war ended. Expenditures and averages reflected the increases due to the cost-of-living.

TABLE III

GENERAL RELIEF

<u>July 1946--June 1947</u>							
<u>1946</u>	<u>No. of Families</u>	<u>No. of Single Residents</u>	<u>Total No. of Cases</u>	<u>Amount Expended</u>	<u>Av. per Family</u>	<u>Av. per Single Resident</u>	<u>Av. per Case</u>
July	4 060	8 990	13 050	\$ 467 032	\$48.76	\$29.93	\$35.79
Aug.	4 088	9 067	13 155	473 393	48.67	30.26	35.99
Sept.	4 069	8 981	13 050	456 834	48.20	29.03	35.01
Oct.	4 239	9 081	13 320	519 110	48.59	34.48	38.97
Nov.	4 374	9 191	13 565	524 552	51.94	32.35	38.67
Dec.	4 756	9 350	14 106	573 032	53.64	34.00	40.62
<u>1947</u>							
Jan.	5 249	9 665	14 914	597 793	51.88	33.68	40.08
Feb.	5 238	9 764	15 002	578 401	51.34	31.69	38.56
Mar.	5 606	9 771	15 377	629 254	52.72	34.15	40.92
Apr.	5 557	9 717	15 274	623 054	52.69	33.99	40.79
May	5 549	9 653	15 202	620 633	51.82	34.51	40.83
June	5 326	9 561	14 887	572 948	51.03	31.50	38.49
Total				6 636 036			
Monthly Av.	4.843	9 399	14 242		\$ 51.11	\$32.50	\$38.83

In addition to the regular periodic reports submitted by the Bureau to Washington and used by the department, there are frequent calls for special reports or tabulations which usually describe some particular phase of the relief situation in more detail than can be obtained from the regularly published reports of the Bureau. Such organizations as chambers of commerce, taxpayers' associations, private welfare units and Universities frequently ask for data which the Bureau has available and such requests are always welcome.

During the past year the legislature has been aware of the vast fund of information available in this Bureau that is valuable to them in studying proposed changes in the law. It has been very gratifying to members of this Bureau who have worked diligently to build up this fund of information to see their efforts rewarded by the use of the information not only by the Department and the above mentioned organizations but by the Committees of the Legislature and its individual members.

Some minor changes were made in our basic report forms due to changes in reporting requirements or changes in the law. Except for these changes, the collection and compilation of our basic statistical data continued much the same as in the previous year.

Figures were prepared by this Bureau for the Commissioner on Taxation for the distribution to the various cities and towns of their share of the meal tax.

During the last half of this fiscal year, a study of the costs of medical care which had begun in 19 communities in April 1946, was processed by the Bureau. After recording was completed in local communities sometime during October and November, schedules were received by the Bureau. A total 14 000 schedules were edited for arithmetic accuracy and consistency, coded and prepared for mechanical tabulation. This was the largest study undertaken by the Bureau as it involved the preparation and tabulation of close to 50 000 punch cards. Work was continued on the study during the fiscal year and some preliminary tabulations were made for individual cities and towns. Some preliminary runs were made on individual items of expenses. The completed tabulations will not be ready until sometime during the next fiscal year.

A great deal of tabulation and charting and definitions of terms was done by the Bureau for the Governor's Advisory Commission on State and Municipal finances during this fiscal year. Computation and tabulations were completed by this Bureau on two Studies of clothing and food prices made by the Home Economist and field staff during the period.

In order to learn the extent to which boarding homes for the aged were used by Old Age Assistance recipients in the Commonwealth, a census of these homes was made in the summer of 1946. Much valuable information was secured as a result of this study and plans were made to collect similar information on an annual basis.

A recess commission was appointed by the legislature to study the adoption law and the Bureau in cooperation with the Adoption Division in the Department undertook a case study of adoptions. All adoption petitions filed during the first half of 1945 and the first half of 1946 were scheduled by the Adoption Division and the editing, coding and tabulation of the 1 350 cases was begun in the Bureau in March of 1947. Work on this material was in process at the end of the fiscal year.

Due to the change in federal matching provisions for assistance as well as administration the Social Security Administration required a report on the distribution of payments by dollar intervals for Old Age Assistance and Aid to Dependent Children cases for three months during the fiscal year rather than the one annual report required previously. This involved a great deal of added work by the Bureau of Accounts which prepares the approximately 80 000 punch cards for all communities except the city of Boston and additional work in the Bureau of Research and Statistics where the material was sorted and tabulated.

In conclusion, it may not be amiss to state that the Bureau has progressed tremendously in the past year. It has come to be recognized as a source of very valuable information by the Department as a whole and by many outside persons dealing with relief problems. Research work and forecasting is now being done by the Bureau to a limited extent. Efficient and effective services to the Commissioner and other policy making officials of the Department and the Legislature, to the cities and towns and to all state agencies, public or private are among our main objectives. The interchange of information among the various agencies concerned with the Social Security program has been and will continue to be encouraged by the Bureau. Finally, we wish to thank all the many cooperating individuals and agencies for their assistance during the year, with the assurance that any facts or figures in our possession are always available to them.

PART II

PRIVATE CHARITABLE CORPORATIONS

Annual Report for the Year Ending June 30, 1947

PART II

PRIVATE CHARITABLE CORPORATIONS

Patrick A. Tompkins, Commissioner

Supervisors

Miss Florence G. Dickson

Miss Muriel A. Hayes

Miss Mary C. Robinson

Government supervision of private charitable corporations is provided in three legislative enactments, the first of which requires the Department of Public Welfare to investigate all applications for charitable charters, while the second and third call for annual inspection and annual reporting. In the following pages of this part of the report the functions of the department and the year's work under these several statutes are explained.

INVESTIGATION OF CHARITABLE ORGANIZATIONS SEEKING INCORPORATION

General Laws (Ter. Ed.) chapter 180, section 6, provides that the department shall investigate, give a public hearing, and report its findings to the Commissioner of Corporations and Taxation, in all cases of charitable organization which seek a certificate of incorporation. During the year ending June 30, 1947, 68 applications for charters have been referred under the provisions of this statute. The department has completed its investigation, given hearings and reported on 56 applications, including 9 received prior to the beginning of the year.

Action has been taken by the Commissioner of Corporations and Taxation on 56 applications as listed below. All of these petitions have been approved and charters issued.

American Veterans Committee, Inc. of Lowell
Amputee Veterans Association of America, Inc.
Anna Weld Perkins Unitarian Memorial, Inc.
A. S. Persky Fund
Attleboro Girl Scout Council, Inc.
Back Bay Nursery School Incorporated
Barnett D. Gordon Family Foundation
Bnai Israel Free Loan Association of Everett
Boston Committee for Education on Alcoholism, Inc.
Brothers of the Hospitaller Order of Saint John of God, Inc.
Catholic Guild for the Blind, Archdiocese of Boston, The
Catholic Scholarships for Negroes
Children's Foundation, Inc.
Columbus Club of West Quincy, Inc.
Combined Jewish Appeal of Greater Boston, Inc.
Community Fund of Fall River, Inc.
Community Young Men's Christian Association of
Amesbury, Massachusetts, Inc., The
Concord Visiting Nurse Association

Corporation of the Members of the Catholic Association
of Lawrence

Daughters of Israel, Inc.

Eastern Educational Fund, Inc.

Family Service, Inc., of Taunton

Framingham Council Girl Scouts, Inc.

Gardner Visiting Nursing Association, Inc.

Greek American Veterans Association, Inc.

Hillel Foundation of Cambridge, Inc.

Hudson Hospital Association, Inc.

Jacob Goldstein Sick Benefit Association, Inc.

James A. Lobban Memorial Education Fund

James Jackson Putnam Children's Center, The

Jewish War Veterans of the United States,

Worcester Post No. 32, Inc.

Liberal Arts, Incorporated

Louis I. Beckwith Charity Fund, Inc.

Lutheran Social Service, Inc.

Lynnhurst Community Improvement Committee, Inc.

Maamad Zicknai Talmidai Chachumim, Inc.

MacPherson Foundation, Inc., The

Major General Clarence R. Edwards Associates, Inc.

Massachusetts Gold Star Wives of World War II, Inc.

Massachusetts Horse Show Council, Inc.

Nantucket Boys' Club, Inc.

New England Boxers' Benevolent and Protective Association, Inc.

Northampton Council of Girl Scouts, Inc.

Polish Alliance Youth Camp, Inc.

Press Photographers Association of Boston, Inc.

Randolph Visiting Nurse Association, Inc.

R. H. White Charitable Foundation, Inc.

Rotary Service Fund of Worcester, Inc.

Southbridge Scholarship Foundation

South Worcester Veterans Post, Inc.

University of Pennsylvania Club of New England Scholarship Fund

Veterans Emergency Fund of Beverly, Incorporated

Wellesley Boosters, Inc.

Western Mass. B'nai B'rith Hillel Foundation, Inc.

Woburn Visiting Nurse Association

Yeshivah Achei Tmimim of Springfield, Mass., Inc.

SUPERVISION OF CHARITABLE CORPORATIONS

General Laws (Ter. Ed.) chapter 121, section 7, requires the Department of Public Welfare, upon the request or with the consent of a charitable corporation, to make annual inspection or investigation of such corporation.

During the past year supervision of incorporated charities has been continued through visits and conferences by the supervisors. There have been 125 inspections involving many consultations and visits to institutions.

There have been 453 inquiries regarding particular charities and general matters pertaining to the field of private charity.

NUMBER AND CLASSIFICATION OF INCORPORATED CHARITIES IN MASSACHUSETTS

Of the 1,549 charitable corporations which made returns to this department during 1947, 133 are homes for the aged; 151 are hospitals, sanatoria and other institutions for the sick; 150 are nursing societies and other health agencies; 279 are agencies giving family service and relief; 132 are child-serving agencies; 211 are youth agencies; 99 are settlements and neighborhood centres; and 151 are federations, foundations, and community chests. The remaining 243 form a miscellaneous group chiefly civic or eleemosynary in their nature.

ANNUAL REPORTS OF CHARITABLE CORPORATIONS

General Laws (Ter. Ed.) chapter 180, section 12, provides that a charitable corporation incorporated within this Commonwealth must make to this department an annual financial return on or before the first day of June in each year, and further provides that if any corporation fails for two successive years to make the report, the Supreme Court may decree its dissolution.

CORPORATIONS DISSOLVED

In 1947, 9 corporations were dissolved by decree of the Supreme Court. The list follows:-

Boston Society for the Care of Girls, The
Camp Alcott, Inc.
Camp Chebacco, Inc.
Hebrew Educational League Incorporated
Rutland Entertainment Association, Inc.
Southwestern Middlesex Public Health Association, Inc.
Springfield War and Community Fund, Incorporated
U.S.O. Greater Boston Soldiers and Sailors Committee, Inc.
Wilbraham Horse Show Association, Inc.

REGISTRATION OF FOREIGN CHARITABLE CORPORATIONS

General Laws (Ter. Ed. chapter 180, section 12A, requires a charitable corporation incorporated elsewhere than in Massachusetts, which engages in charitable work or raises funds within the Commonwealth, to file with the department (1) a true copy of its charter or certificate of incorporation, (2) a true copy of its constitution and by-laws, and (3) an annual report on or before June first. Approximately 42 corporations organized outside Massachusetts filed reports under this statute during the year.

NO ENDORSEMENT OF PRIVATE CHARITABLE ORGANIZATIONS

The Department of Public Welfare endorses no private charitable organization or agency. This rule is absolute, regardless of the known standing of any such society. Inspection and publication of the annual return in this volume do not mean approval; on the contrary, inspection may mean the discovery of conditions calling for condemnation. No agency is warranted, therefore, in using the fact of inspection in such manner as to lead the public to believe that the department approves or in any sense commends its work.

DIVISION OF CHILD GUARDIANSHIP

ANNUAL REPORT

July 1, 1946 - June 30, 1947

DIVISION OF CHILD GUARDIANSHIP

Marion A. Joyce, Director

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The year 1946-1947 was marked by several achievements in the direction of providing more facilities for serving the Division's children. Branch offices were opened, board rates were raised, increased staff brought lowered case loads as well as more home-finding service, more staff cars were secured, and the position of in-service training supervisor was established.

The chief focus of effort was on the speedier decentralization of the child placing work, planned as reported in the last Annual Report. In spite, however, of tremendous effort, it was possible within the year to open only the second and third district offices - leaving two for next year, preparation for one of them being well under way at this year's end. In January the District VI office in New Bedford was opened to serve the area from Fall River to Provincetown; and in June the District III office in Lawrence to serve the northeastern section of the state. As in the case of the Springfield office last year, there were laborious and time-consuming preparations to be made in copying and splitting case records wherever children were placed in a different district from that whence they had come into care and where their families lived, and wherever families of children in care were placed partly in different districts; also in securing a local pediatrician to examine new children for each district office; in arranging for local clothing purchasing for new children of each district office; in securing reception and temporary home facilities to provide care for new children of each district office; and in rounding out the personnel of each district office to make it a complete child placing unit with staff for making intake studies of dependent children, for homefinding, for receiving new children and for placing infants - as well as for supervising children in placement and covering court intake, the only two functions on which staff had previously been localized all over the state. In the case of the New Bedford office, the only available space adjacent to the district office of the Division of Aid and Relief was really inadequate; but the office opened with the hope that an additional room might become available for rental within a year. In the case of the Lawrence office, which not only has a much larger case load but covers an area that furnishes a high intake in proportion to the population, it was necessary to find temporary homes with a total capacity of twenty-five children - which was difficult and therefore delaying.

The transfer of thirty-three positions from the Division of Aid and Relief to the Division of Child Guardianship and the upgrading of four of them, authorized by the 1946 Legislature and mentioned in the last Annual Report, helped greatly in the setting up of many of the new positions in district offices; although the transfers included several positions, as reported last year, previously loaned to augment the Division's staff engaged in investigating independent adoptions and homefinding. While time was needed to orient these workers from the supervisory public assistance program to the work of direct services

to children, they were gradually assigned to intake, homefinding, child placing and court work as well as to adoption investigations and the licensing of independent boarding homes. Thus was made possible a reduction of some over-large territories and high case loads of visitors. By the end of the year the average case load of a typical worker in child placing was 104. Furthermore, the upgrading of three transferred positions furnished additional supervisory staff for the district offices - which meant an important lowering of the worker load per supervisor.

Board rates were raised beginning August 1, 1946 through increased appropriation authorized by the 1946 Legislature. As of that date the rate for infants under two went from \$6.50 weekly to \$10.00, and for children in temporary homes from \$8.00 to \$9.00. As of September 1st, the other rates were also raised: for children between two and three, from \$6.50 to \$8.00; for children between three and five, from \$6.00 to \$8.00; for children from six up, from \$6.00 to \$7.00; (with the usual additional half-dollar for defective children). These increases, in the face of ever-rising costs of living and the accompanying shortage of foster homes, represent a heartening gain.

Another front on which very real progress was made was that of supplying state-owned cars to the staff. Obviously the work cannot be done except by a staff of social workers driving cars, without great loss of time and therefore state money - to say nothing of convenience or hardship; and at the same time it is unrealistic to expect case workers in a salary range of \$2040 to \$2760 to purchase cars at current prices. Thus it was most gratifying to have twelve cars added during the past year to the eleven with which we started the year, and of which the first to be secured dated only from June 1944. While the need is still by no means entirely met, this past year showed such great relative gain that the outlook seems encouraging.

An important step taken in the past year was the establishment, thanks to Federal funds supplied through the Child Welfare Services program, of the position of In-Service Training Supervisor. In a day when social agencies starting with staff equipped by professional training consider staff development an important part of their program to furnish better and better service to people, this agency - unable to secure trained staff and unable to furnish enough supervisory time for much individual staff development - has felt acutely aware of its problem. On November 1st the Division added an In-Service Training Supervisor to start on a very large program, for it has always new workers being added, old workers without professional training, and some supervisors with incomplete training. Simultaneously, of course, with the establishment of the position, the Division had the large number of workers newly transferred from the public assistance program to be oriented to their new field and various assignments. Along with giving this orientation, the In-Service Training Supervisor this spring began a discussion group with supervisors on content and method of supervision, and did some recruiting for social worker vacancies.

Lastly, another real gain was the addition on December 1st of an assistant supervisor to the staff unit investigating adoption petitions for the courts. The increase of field staff in this unit (via the transfers) to thirteen - to say nothing of the continuing pressures in the volume of petitions referred and the impossibility still of reporting to the courts within the time allowed by law - had made the need

for this position serious, and the upgrading of one of the transferred positions made it possible.

Moneys collected for the support of children in the care of the Division during the year totaled \$360,593.66. Of this, \$215,280.34 was received from cities and towns where dependent children in care had settlement; and \$101,799.03 was received from parents, \$70,842.54 of that coming through probation officers as the result of support orders made by the courts. Most of the remainder came from such Federal agencies as Old Age and Survivors' Insurance and the Veterans' Administration. Only the two preceding years - when servicemen's allotments were a larger factor - showed higher total collections for support. The past year's total was fifty per cent higher than that for the year 1938-1939; and the fraction of it from parents, over twenty-five per cent higher.

CHILDREN IN THE CARE AND CUSTODY OF THE DIVISION

The year closed with 6,155 children in care, a decrease of 56 from a year ago, possibly representing a leveling off of the trend toward lowered agency case load - which has declined by about 2,000 since 1940 and at an average rate of 395 a year in the preceding five years. Although intake was less during the past four years, the declining case load has been due not so much to fewer children being taken into care, as to a large number of children discharged from care. The leveling off of the trend this year reflects a smaller number of children discharged rather than an increase in intake. Actually, 1,064 children were received in care, 12 fewer than last year; whereas 1,120 were discharged, 328 fewer than last year.

The status of children received for care showed an interesting change, in that 64% were classified as neglected, and 28% as dependent, whereas last year 70% were neglected and only 21% dependent. This reverses a trend dating from the early 1920's, in which the proportion of neglect commitments has steadily increased, a matter occasioning considerable concern in the past, since in the neglect commitments children are received with the Division having been given no opportunity to plan for them in advance, and with little or no information on which to make an adequate plan once the children are received. Within the category of neglect, the significant change was in the temporary commitments - which dropped by 65, whereas the permanent commitments dropped by only 8. Delinquent children received were 9 fewer than last year, in line with recent practice of curtailing the intake of markedly disturbed children because of the difficulty of finding foster homes for even non-problem children.

The sharp drop in the number of discharges this year is accounted for in large measure by the decrease in the number of children discharged to court, which was less by about 150 than last year and is a natural result of the decreasing temporary neglect commitments. While there was no conscious modification of practice in this area, 82 fewer children were returned to parents and relatives than in the previous year. Discharges resulting from enlistments in the Armed Services fell by 56, and 43 fewer older girls and boys became self-supporting before reaching their majority. The presumption is that

enlistments and discharges of children becoming self-supporting were relatively high in the year ending June 1946, since during this past year no weighting of the cross section case load in the age ranges from 16 years on has developed.

In age, sex, religion, status and location, the case load of children in care at the end of the year was quite similar to that of the previous year. The median stay with the Division varied from 4.7 years in the year ending June 30, 1946 to 4.4 years during the current year.

The difficulty in developing new foster homes continued as a major problem during the year and was inevitable in its effect on the quality of care of many children. Altogether 416 new homes were approved, 56% Catholic, 42% Protestant, and 2% of other or mixed religion* - the proportions being almost identical with last year's. Of the approved homes, 399 were for boarding care, the type of home most urgently needed, since adoption and wage homes are required only in small numbers. The 71 visitors and nurses carrying case loads of children approved 179 of these homes, working chiefly from unsolicited applications. The single homefinder in Springfield found 27 of them, while the specialized home-finding unit in Boston, having an average of 7 3/4 workers during the year, found the remaining 193 homes, sifting more than 2,000 leads - most of which were recruited by the unit - to secure them. While 21 more boarding homes were approved this year than last, the total approved fell far short of the boarding home requirement of an agency having more than 6,000 children in direct care.

Temporary homes, in which most new children over three years of age are placed on reception and remain until permanent placements can be arranged for them, carried a larger number of children than during the previous year. It was possible, however, by the end of the year through the addition of some new temporary homes and the expansion of other small ones, to reduce to three the number of homes caring for 20 or more children, thus eliminating some of the most dangerous overcrowding. Children left Boston temporary homes for permanent placement this year at an average rate of 29 a month, whereas the rate was 26 a month last year. Crowding of permanent homes increased, with 1,147 children in homes caring for more than four unrelated children, according to a June 30th census - 87 more children than found in a similar census in the previous year. Siblings were separated to a slightly less degree. On June 30, 1947, there were 1,002 family groups of two or more children in foster homes, involving 2,908. Of these, 305 families, involving 761 children, had been kept together in single homes, 43 more children than had been kept together last year. Of the intact families, there were 204 with two children; 69 with three children; 19 with four children; 9 with five children; 3 with six children and 1 with seven children. Far more family groups were separated, however, including 697 families involving 2,147 children. Among the separated families were 275 with two children; 196 with three children; 115 with four children; 52 with five children; 37 with six children; 13 with seven children; 6 with eight children; 2 with nine children; and 1 with ten children.

*Homes of mixed religion are used only for the temporary care of children.

Thus real progress in effecting improvement in standards of care for children cannot be reported this year, despite gains in personnel, board rates and other facilities. Possibly this was not to be expected, since during the year there was so much change and newness coincident with the accelerated plan for decentralization and the addition of a large number of new staff members. By fall, the number and location of the district offices to be developed were definitely decided upon, with the plans to go forward as rapidly as possible; hence many changes and multiple steps could be concentrated in the year and planned in a concerted way, an economical procedure in the long range but costly in the immediate expenditure of time and energy. Because the new district office lines conflicted at many points with the territorial lines of visitors supervising children, the supervision of a substantial number of children had to be transferred from one visitor to another. Likewise, the supervision of a good many workers had to be transferred from one supervisor to another, as a result of the addition and reassignment of supervisors to staff the new offices. Supervisory time in large amounts had to be given by the Boston office to prepare new workers to assume in district offices the specialized functions of intake, reception, supervision of infants and homefinding. In addition, homefinding time was diverted to a great extent from the usual homefinding activities to develop reception temporary and infant homes in the new office areas.

While there was confusion and lag in many quarters resulting from so much change occurring simultaneously, the benefits of decentralization continued to be demonstrated in the offices established, the Springfield office having been in operation 19 months by the end of the year and New Bedford 6 months. In these districts, the Division of Child Guardianship had become an entity in the community, recognized as a localized social agency readily available to other social agencies and the general public. Requests for service were handled promptly, without the long delays involved when workers had to be sent out from Boston. Closer contacts with foster parents were maintained, primarily because of the accessibility of the offices which they are using increasingly. Greater use by staff of local resources has tended to develop because of increased knowledge of resources and improved inter-agency-relations. Special value has been placed by the new district offices on the meaning to the child, when being received, of coming into the informal reassuring atmosphere of a reception home, in contrast to the austerity of the State House. Fears have seemed to be reduced, with a lessening of the child's tendency to tag himself as a "State Ward." Because of greater proximity, parent-child relationships have been maintained more readily, with consequent enhancement of the possibility of the child's eventual return home. These, along with advantages attendant on district office organization noted last year, specifically the more rapid permanent placement of newly received children, the reduction of crowding in temporary homes, the greater unification of case work planning, the placement of young children in line with their religions and thus the elimination of the automatic transfers from infant homes on children's reaching three years of age, plus the general improvement of case work practice growing out of the constant access to case records and supervision - all represent impressive gains which compensate in fair measure for the disruptions and confusion of the past year.

CHILDREN RECEIVED INTO CARE 7/1/46 to 6/30/47

Age	<u>Age, by Religion and Sex</u>							<u>Status, by Sex</u>			
	<u>Total</u>	<u>Cath.</u>	<u>Boys</u>	<u>Girls</u>	<u>Prot.</u>	<u>Boys</u>	<u>Girls</u>	<u>Other</u>	<u>Boys</u>	<u>Girls</u>	<u>Status</u>
All											
Ages	1064	363	282	217	175	15	12	All Statuses	1064	595	469
0-1	117	34	26	33	19	3	2	Dependent, Sec. 14	3	0	3
1	106	30	32	23	19	1	1	Dependent, Sec. 22	66	46	20
2	91	33	15	21	18	1	3	Dependent, Sec. 28	14	8	6
3	79	30	17	21	10	0	1	Dependent, Sec. 38	218	134	84
4	77	22	20	16	17	2	0	Neglected, Perm.	260	141	119
5	64	24	15	13	10	1	1	Neglected, Temp.	416	205	211
6	63	20	20	15	8	0	0	Delinquent, Perm.	7	3	4
7	58	24	17	5	11	0	1	Delinquent, Temp.	79	58	21
8	56	20	15	11	8	2	0	Wayward, Perm.	1	0	1
9	50	16	15	7	11	0	1	Wayward, Temp.	0	0	0
10	55	15	23	9	5	2	1				
11	50	20	21	6	3	0	0				
12	34	13	8	7	5	1	0				
13	61	21	16	14	7	2	1				
14	33	11	8	4	10	0	0				
15	31	10	8	5	8	0	0				
16	18	6	4	4	4	0	0				
17	2	0	0	1	1	0	0				
18	1	1	0	0	0	0	0				
19	4	3	0	1	0	0	0				
20	2	2	0	0	0	0	0				
NR	12	8	2	1	1	0	0				

CHILDREN DISCHARGED 7/1/46 to 6/30/47

Reason for Discharge, by Sex

<u>Reasons</u>	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
All Dispositions	1120	601	519
To Court	296	172	124
To Parents	212	113	99
To Armed Forces	123	123	0
Committed to State School for Mentally Defective	115	50	65
Became of Age	85	17	68
Married	65	1	64
To Relatives other than Parents	62	33	29
Adopted	40	22	18
Became self-supporting	37	16	21
Committed to Correctional School	26	23	3
Whereabouts unknown on June 30	19	7	12
To Place of Settlement	12	9	3
Died	8	3	5
Transferred to Correctional School	8	6	2
Bailed	3	1	2
Committed to Reformatory	2	1	1
To Private Agency	2	2	0
Other	5	2	3

CHILDREN UNDER CARE ON JUNE 30, 1948

<u>Ages, by Length of Time Under Care</u>							<u>Status, by Sex</u>			
<u>Age</u>	<u>Total</u>	<u>0-1</u>	<u>1-5</u>	<u>5-10</u>	<u>Over 10</u>	<u>NR</u>	<u>Status</u>	<u>Total</u>	<u>Boys</u>	<u>Girls</u>
All										
Ages	6155	759	2438	1764	1141	53	All Statuses	6155	3214	2941
0-1	63	63								
1	141	85	53			3	Dependent, Sec. 14	3	0	3
2	202	71	127			4	Dependent, Sec. 22	450	239	211
3	215	57	154			4	Dependent, Sec. 28	5	2	3
4	266	63	198			5	Dependent, Sec. 38	1736	983	753
5	266	45	202	16		3	Neglected, Perm.	3537	1747	1790
6	326	54	224	47		1	Neglected, Temp.	292	151	141
7	308	42	181	83		2	Delinquent, Perm.	58	44	14
8	355	36	178	140		1	Delinquent, Temp.	28	22	6
9	365	42	159	158		6	Wayward, Perm.	3	1	2
10	392	45	149	193	3	2	Wayward, Temp.	2	2	0
11	411	28	154	186	42	1	Not Recorded	41	23	18
12	412	32	141	168	71					
13	386	28	104	141	109	4				
14	414	30	117	138	125	4				
15	391	26	83	127	151	4				
16	389	10	96	117	163	3				
17	340	2	58	108	172					
18	243		40	60	141	2				
19	164		13	56	92	3				
20	101		6	25	69	1				
21	3			1	2					
NR	2		1		1					

LOCATION, BY RELIGION

Location	Total	Catholic	Protestant	Other
All locations	6155	3836	2278	41
Foster Home Total	5368	3320	2013	35
Board and Clothing	4829	2990	1809	30
Board	51	31	20	0
Clothing	54	32	22	0
Free	59	31	26	2
Work	15	1	12	2
Wage	69	41	28	0
Independent	291	194	96	1
Non-medical Institution	117	87	30	0
Board and Clothing	73	55	18	
Board	13	9	4	
Clothing	13	9	4	
Free	18	14	4	
Medical Institution	155	88	63	4
Board and Clothing	11	7	4	0
Board	52	31	18	3
Clothing	2	1	1	0
Free	90	49	40	1
With Parents	192	124	67	1
With Other Relatives	123	83	40	0
In US Services	39	31	8	0
Married	8	6	2	0
Staff in Institutions	43	33	10	0
Whereabouts Unknown	37	12	25	0
Other	73	33	39	1

INVESTIGATION OF INDEPENDENT ADOPTIONS

While the number of petitions investigated and reported on to the courts this past year was higher by 212 than in the preceding year (which was higher by 251 than the next highest year in the history of this work), the over-all picture remains much the same as for several years now. Intake of petitions referred by the courts was 226 more than in the preceding year and reached an all-time high of 2,042; and the number of pending cases, i.e., cases in the hands of the Division and not completed, was 20 higher at the end of the year than at the beginning. The pressures, therefore, in spite of additions to the staff (which by the year's end made a total of one Supervisor, one Assistant Supervisor and fifteen field workers), were still extremely great. The only change was the diminished number of complaints taken over the head of this staff because of slowness in reporting back to the courts. The situation continues discouraging, with the law allowing only thirty days for investigation and reporting, and reality factors making this impossible. In addition to a backlog of 872 pending cases when the year began, there were a number of newly assigned workers who had no background at all in child placing work and could move only very slowly toward producing satisfactory work in quality or quantity - in the face of mounting intake and the absolute necessity for more than thirty days in many cases to comply with the law in other respects. While the law requires six months' residence by the child in the petitioners' home before an adoption can be granted, many petitions are filed and referred to this office immediately upon the placement of new-born infants. Again, the law requires the Department "to determine the condition and antecedents of the child for the purpose of ascertaining whether he is a proper subject for adoption, and to determine whether the petitioners and their home are suitable for the proper rearing of the child." To discharge this responsibility often requires from six to twenty months because of information withheld and misinformation given on matters absolutely essential to the determining even of the child's true identity - to say nothing of the need for time to elapse before petitioners' divorces are absolute and their current marriages, therefore, valid.

During the past year the supervisor visited the judges of several of the busier probate courts with a view to discovering whether the reports sent to them meet the needs of the court. More such contacts will be made as time permits, for they lead to better understanding of our common goals and ways of reaching them.

The Special Commission appointed for the purpose of making an Investigation and Study of the Laws and Practices relating to the Adoption of Children throughout the Commonwealth, which it is hoped will eventually introduce a bill calling for several improvements in the adoption laws, has turned to this office with many questions that can be answered only from its experience. There has been a substantial amount of both statistical and descriptive data turned out for the Commission's use, in addition to other information gladly given to assist in its study.

Statistics for the Year ending June 30, 1947

Cases pending June 30, 1946	872	
New petitions referred by Courts		
July 1, 1946 to June 30, 1947	<u>2042</u>	2914
Cases closed July 1, 1946 to June 30, 1947	2022	
Investigated and reported to Courts	1874	
Not investigated (withdrawn or otherwise eliminated)	148	
Cases pending June 30, 1947	<u>892</u>	
		2914
Reports to Courts on completed investigations covered adoption petitions for		
Legitimate children		
By relatives	615	
By persons other than relatives	<u>219</u>	834
Illegitimate children		
By maternal relatives*	437	
By alleged relatives	18	
By persons other than relatives	<u>585</u>	1040
Foundlings		0

Of these petitions investigated 1 was to be withdrawn and 51 were definitely disapproved in reports to the Court; 55 were approved with reservation.

* Of these, 309 were petitions of mother and her husband.

LICENSING OF INFANT BOARDING HOMES

The Department in its early years learned from the mortality rate that a young child has a better chance to survive if placed alone in a foster home than in an institutional group. When the Infant Boarding Home law went into effect in 1892, infants under the age of two in the care of the Department and in licensed infant boarding homes were restricted to two in one foster home; and that policy is still in effect. However, during the past year several private agencies, due to increased demands upon them for infant placements, asked to have this policy relaxed. After joint discussion and due deliberation it was agreed to experiment by giving to some agencies the privilege of making - under certain conditions - temporary placements in licensed homes of a third child under two years of age. This privilege was rarely used and all due safeguards were maintained.

The vigilance necessary to protect children in private foster homes is indicated by the applications for licenses still being received

from unsuitable persons whose histories reveal criminal records, immorality and abuse of children. Unfortunately, even though a license is refused to such a person, under the present law any one may board one child without the need of a license.

The lack of interest on the part of some parents in the welfare of their children is evidenced by some fantastically bad placements; and the casualness of parents who place their children with absolute strangers is startling. One mother promised her unborn child to a man whom she had never seen before but who spoke to her while she was telephoning in a drug store. This child and sixteen others were removed from private boarding homes during the year for the protection of the child or because of abuse. Three of these seventeen children had been placed for adoption. The mothers had severed all ties without discovering that one foster parent had a striking criminal record, another was immoral and had neglected her own children, and a third had been in several mental institutions and was illegally married to a man recently released from prison. The other fourteen children had been placed out at board in equally unsatisfactory homes. These seventeen removals represent a far higher number in a single year than any previous annual total.

Four mothers were helped by the licensing staff to recover their children from foster parents who felt that 'possession is nine points of the law.' Efforts on the part of these mothers to re-establish their families had failed to receive support from social agencies which, in considering the liabilities of the parents' homes, seemed to have overlooked the even greater liabilities of the independent foster homes.

Another function of the licensing unit is to get correct reports of children placed apart from their parents. Misinformation is often given in an attempt to hide a mother's disgrace or to abandon a child. The staff has many times, in spite of difficulties, established a child's identity. During the past year, for example, it was found that a young woman who gave birth to her third illegitimate child, in registering at the hospital, had given as her own the full name, address, date and place of birth of an unmarried high school classmate of excellent reputation whom she had not seen for several years.

Continued requests from parents for boarding home suggestions are made to the licensing staff. When their applications to child placing agencies are not accepted, parents often turn to the licensing unit for what assistance it can give. Particularly distressing are situations of defective children. Unless the parents have means, not much help can be given since independent boarding homes ask \$35 a week for such children. It is, thus, constantly a concern in this work, as well as in the child placing section, that the facilities for the care of defective children in this state are still woefully inadequate.

As in the past the staff has worked diligently to carry out the intent of the law to protect children living apart from relatives or guardians. The public is increasingly more aware of this service and readily reports children who are not properly treated. During the past year there were received and investigated 139 complaints made by relatives, neighbors and public and private agencies. Eight hundred and ninety-six (896) requests for licenses were investigated; and as many

of the homes reporting only single children were visited as time allowed. The numbers of placed out children in independent boarding homes continue to increase faster than the staff grows, although the licensing unit now has eight field workers instead of the five with which it started in 1942.

General Summary

Children reported in foster homes 1946-1947		6788
Placed by agency	1845	
Placed privately	4943	
Boarding homes listed		6631
Homes used during 1946-1947		5236
Agency homes	1658	
Private homes	3578	
Homes visited		3597
I. Applications pending June 30, 1946		35
II. Application blanks issued during year		896
III. Application blanks worked on during year		931
IV. Applications disposed of during year		844
(a) Withdrawn before action by Board of Health	279	
(b) Withdrawn after action by Board of Health	67	
(c) Licenses granted	455	
1. Agency licenses	118.	
2. Private licenses.	337	
(d) Licenses refused	43	
V. Applications pending June 30, 1947		87
Licenses revoked		2
Children removed under Chapter 119, Section 14		3
Children removed under Chapter 119, Section 28		14
Foster mothers brought to court		2
Complaints on homes received and investigated.		139

Analysis of Placements 1946-1947

Children privately placed		4943
At board	4021	
Free	66	
For adoption.	856	

Of the above, the following during the year

Were adopted.	361
Became fourteen years of age	17
Died	9

Children placed by private agencies		1845
At board	1155	
Free	22	
For adoption	668	

Of the above, the following during the year

Were adopted	247
Became fourteen years of age	314
Died	2

Total number of children	6788
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Advertising in Metropolitan Boston Newspapers

Wanted -- children to board

Licensed homes	535	
Known to Department but not licensed	766	
Not previously known.	336	
Blind advertisements.	165	1802

Wanted -- homes for children

By agencies	192	
By parents	265	
Blind advertisements.	236	693

Total Advertisements.	2495
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Advertisements for children to board which gave telephone number or other identification increased 11.4%. The total of all blind advertising decreased 24%. Through the cooperation of the newspapers it was possible to trace over 80% of the blind advertisements.

In addition to the above there were approximately 200 advertisements followed up in the Worcester and Springfield areas, where newspapers have a system of direct contact with staff in those areas.

CHILD WELFARE SERVICES

During the past year, the Child Welfare Services staff continued both direct and indirect service to children. Approximately half of the 1195 children served were given case work service in their own homes by the local child welfare workers. The remaining number were assisted by the Child Welfare Services consultants to find resources which might offer them the more intensive help which they needed, or, being boarded by local authorities, were visited by the consultants under the law which requires annual visitation of such children by the Division. Several hundred children boarded by the local boards of public welfare were seen, with more careful inquiry into their condition than is possible when the child placing workers, already over-burdened with their high case loads of children in care of the Division, make such calls.

The indirect help to children given by the Child Welfare Services staff during the year was marked by considerable variety. Assistance was given by the consultants in the completion of the Massachusetts Conference of Social Work's study of health and welfare resources in local areas and also in the preparing of a regional manual. Help was given in planning two regional meetings of the Massachusetts Conference of Social Work and an Institute was organized on Child Placing in Small Communities. A Conference was also organized on Youth Conservation for the Massachusetts Conference of Social Work and the Women's Clubs of the Cape Cod region. Talks were given to various local groups as well as to a relief offices' association, to a college class in sociology and to district conferences of the Massachusetts Conference of Social Work. Speakers and books were secured for a child study group and for a women's club. One consultant was a member of the Women's Committee of the Bay State Schools and a member of the State Day Care Committee, and also acted as a consultant to a local cooperative nursery. One consultant reviewed a reading list on child guidance for a city public library. Remedial reading service was temporarily secured for a small section of the state. Consultation was given a children's committee on the matter of employing a local family worker. And in addition to these services given by the staff, a research worker was employed through Child Welfare Services funds to study the needs of children in an industrial city of over 60,000, receiving continuous support and assistance from the consultant in the area.

Promotion and interpretation of the local Child Welfare Services program to boards of public welfare and to other community leaders was continued for a number of months. But as the end of the year approached and another year was passing without this effort resulting in the suggestion from any groups of towns of interest in supporting, financially or otherwise, such a program of case work services to children in their own homes, scrutiny was naturally directed to the program of recent years along these lines and to its accomplishments. It was clear that a decade of effort to enlist local interest, even with complete initial subsidy, had produced but four local programs, of which three survived; and that of these three, one - after eight years - is but 60% locally supported, one - after more than five years - is but 25% locally supported, and one - after three and one half years - is still completely subsidized by Child

Welfare funds. Considering all this and the fact that Miss Hill's study of "Socially Handicapped Children in Non-Urban Massachusetts" of 1940, which served as the basis for a change of program after the first three years, soundly predicted what happened - change in planning again was indicated. Thus the Division, the Commissioner and the Children's Bureau - which supplies the Child Welfare Services funds and supervises their use - agreed that since the post-war period with various war-connected activities in community organization for children over, the Child Welfare Services staff had come to focussing its efforts on what the 1940 plan had indicated should be only a part of its work, review of the objectives of that plan was indicated, with a shift in emphasis to some that should be more fruitful. Thus the plan for the coming year, now awaiting the approval of the Children's Bureau, emphasizes concentration of work, in the area of local services for children in their own homes, on local strengthening and fuller local participation in carrying the three existing units with the aim of having them projects for which the local authorities will within a limited time take over all-but-complete responsibility; and the strengthening through Child Welfare Services funds of the Division's program in areas of great need that state funds will not yet meet. Chief among these are provisions for expanded service in placing children for adoption, expanding the minimal existing service to families of children in care with a view to their speedier rehabilitation where possible, the provision of full time education leaves for staff members, and the establishment of the first research position in the agency.